

Message Text

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PAGE 01 STATE 119169

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TO USMISSION GENEVA PRIORITY

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TAGS: PFOR, PA, UPU, ETEL

SUBJECT:UPU CONGRESS

REFS: GENEVA 3431, STATE 114474

1. WE ARE SERIOUSLY CONCERNED ABOUT PATTERN OF DUBIOUS PROCEDURES BY WHICH UPU CONGRESS ACTED ON NUMBER OF MAJOR POLITICAL ISSUES DURING OPENING PLENARY DESPITE REPEATED INTERVENTIONS BY US DELEGATION OBJECTING TO PRACTICE. USE OF "CONSENSUS" PROCEDURE, WHEN IN FACT US AND OTHER STATES OPPOSE SUCH DECISIONS ON THEIR MERITS, CAN CONTRIBUTE TO STEAMROLLER TACTICS AS MOMENTUM GATHERS IN PLENARY SESSIONS. DEPARTURE FROM REGULAR VOTING PROCEDURES CAN ERODE STRUCTURE AND AUTHORITY OF ORGANIZATION, WHILE INDUCING CASUAL TREATMENT OF ISSUES (OFTEN ISSUES ONLY TANGENTIAL TO RESPON-

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PAGE 02 STATE 119169

SIBILITIES OF ORGANIZATION) IN WAY WHICH CAN BE DETRIMENTAL

TO IMPORTANT INTERESTS US AND OTHERS MAY HAVE. EXPEDIENT DEPARTURE OF UPU CONGRESS FROM CONSTITUTIONAL REQUIREMENT WITH RESPECT TO MEMBERSHIP AND PARTICIPATION QUESTIONS, AS WAS CASE WITH DECISIONS ON GUINEA BISSAU AND SOUTH AFRICA, IS ESPECIALLY SERIOUS AS IT COULD PAVE WAY FOR MORE EGREGIOUS CONSTITUTIONAL IRREGULARITIES IN THE FUTURE.

2. US DELEGATION SHOULD FIND EARLY OCCASION TO IMPART TO BOTH CONGRESS CHAIRMAN AND UPU DIRECTOR GENERAL SERIOUS CONCERN USG HAS ABOUT PATTERN OF DUBIOUS "CONSENSUS" PROCEDURE AND CONSTITUTIONAL IRREGULARITIES THROUGH WHICH

CONGRESS HAS BEGUN TO EXECUTE BUSINESS BEFORE IT. DELEGATION SHOULD RECALL TO BOTH THAT US DELEGATION WAS OBLIGED ON EACH OCCASION UNDER STRICT INSTRUCTIONS TO DISASSOCIATE US FROM THESE ACTIONS, BUT POINT OUT, HOWEVER, THAT IN US VIEW THIS DOES NOT PROVIDE SUFFICIENT COMPENSATORY BALANCE FOR DEBILITATION THESE IRREGULARITIES INTRODUCE OR FOR DAMAGE DONE TO INTERESTS OF MEMBERS. GIVEN RECORD OF OPENING PLENARY, WE HAVE REASON TO BE APPREHENSIVE ABOUT PROCEDURES CONGRESS LIKELY TO ADOPT IN TAKING OTHER DECISIONS ON MATTERS OF CONSIDERABLE CONCERN TO USG. DELEGATION SHOULD IMPRESS UPON CHAIRMAN AND DIRECTOR GENERAL THAT USG WOULD NOT, FOR EXAMPLE, BE PREPARED TO SEE SUCH SERIOUS QUESTION AS USG RIGHTS WITH RESPECT TO PANAMA QUESTION TREATED IN UPU CONGRESS BY "CONSENSUS" PROCEDURE SHOULD US HAVE SUBSTANTIVE PROBLEMS WITH PROPOSAL BEFORE BODY.

3. FURTHER, DELEGATION SHOULD TAKE STEPS TO EXPLAIN TO OTHER DELEGATIONS SERIOUS CONCERN USG HAS ABOUT PROCEDURAL IRREGULARITIES OCCURRING AT CONGRESS WHEREVER IN JUDGMENT OF DELEGATION EXPLANATION COULD CONTRIBUTE TO REVERSING PRESENT TENDENCY AND HEADING OFF POTENTIAL FOR STEAMROLLER TACTICS.

4. GENERAL GUIDANCE FOR US DELEGATIONS PARTICIPATING IN INTERNATIONAL CONFERENCES CONFRONTED WITH PRESSURES FOR "CONSENSUS" PROCEDURE IS THAT WHEN AN ISSUE ARISES ON WHICH LIMITED OFFICIAL USE

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PAGE 03 STATE 119169

USG HAS MATERIAL OBJECTIONS, DELEGATION SHOULD PERSIST IN REQUIRING A VOTE RATHER THAN PERMITTING ADOPTION BY "CONSENSUS" EVEN AT RISK OF ISOLATION.

5. BERN 2100, WHICH JUST RECEIVED, HELPFUL TO DEPARTMENT FOR BETTER APPRECIATION IT PROVIDES OF CHARACTER OF CONGRESS AND TACTICAL SITUATION THERE. ASSUME REPORT INITIATES SEQUENCE OF GENERAL DELEGATION REPORTS. AS

FURTHER DEVELOPMENTS MAY EMERGE AT CONGRESS ON SUCH KEY ISSUES AS PANAMA QUESTION, REQUEST FULL REPORTING, INCLUDING STEPS DELEGATION TAKES AND DELEGATION RECOMMENDATIONS.

6. ON PANAMA QUESTION DEPARTMENT WOULD APPRECIATE DELEGATION EXPLANATION AND ASSESSMENT OF PRACTICAL IMPLICATIONS OF PANAMANIAN PROPOSAL. KISSINGER

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